

Public Works Parking Division Comprehensive Performance Review



**City of San Antonio
Performance Analysis Team
September 2001**

**Public Works
Parking Division
Comprehensive Performance Review**

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**Public Works Department
Parking Division
Comprehensive Performance Review**

Executive Summary

The Performance Analysis Team has conducted a comprehensive performance review of the Public Works Department, Parking Division. This report is based on the FY 2001 Adopted Budget, as well as preceding budget documents. With an \$8.5 million budget in FY 2001, Public Works' Parking Division is responsible for managing twenty-five parking facilities in the downtown area, installing and maintaining all parking meters, enforcing downtown parking regulations and managing retail/office space in the public-owned garages. The staffing compliment totaling 146 authorized positions is divided into the following functions: Parking Operations – 73; Parking Enforcement and Security – 27; Maintenance Operations – 24; Fiscal Operations – 9; Meters and Customer Service Operations – 5; and Administration – 6. A Safety Specialist and Auditor I are also assigned to Parking Division Operations (refer to Tab D for organizational chart).

In January 2001, the Performance Analysis Team was asked to conduct a performance review of the Parking Division of Public Works. The goals of this review were to 1) identify efficiencies and effectiveness of service delivery, 2) identify means of enhancing fiscal controls for improved revenue capture, 3) identify means of fostering a sense of ownership and competitive spirit amongst employees, and 4) identify means of enhancing the management structure. Beginning in late January 2001 through March 2001, the Performance Analysis Team conducted interviews, field observations, an industry literature review, and issued an employee survey and a benchmark survey. In addition to the information collected by the Performance Analysis Team, other documents from Public Works (i.e. October 2000 Employee Survey results) and Municipal Integrity (investigation documents from spring and summer of 2000) were also used as reference materials during the course of this performance review.

The findings identified in the following report have resulted from analysis of data collected by the methods mentioned above. Recommendations listed in this review are meant to be forward thinking and were formulated from industry literature, conversations with other municipalities, and feedback from various City staff. Recommendations resulting from the review are also in accordance with the Pro-forma that was established for the issuance of Parking System Revenue Bonds in 2000. All findings and recommendations presented below are categorized into one of four business perspectives. These perspectives are titled employee, internal processes, financial and customer. Based on current business and public administration literature, an organization should be continually monitoring and improving within these perspectives in order to maintain optimum organizational health.

Within the employee perspective, findings focus on the division's need to address management/staff relations, employee's sense of ownership, and employee morale. Recommendations call for improved recognition systems, the establishment of more

formal lines of communications between management and staff and, most importantly, improvements to employee training systems. Management literature stresses that a business' success is the result of investments made in employees. It is anticipated that these recommendations will help promote employee development and growth; hence improving management-staff relations and overall morale.

Internal process findings and recommendations have been identified in order to help the division operate more effectively and efficiently. Major findings include a lack of analytical and planning capabilities, employee hiring and retention practices, and the need to invest in new/better equipment. Recommendations in this area include hiring a staff member to help with analysis and planning, and re-examining several existing programs and policies for relevancy. In addition, recommendations acknowledge that future efficiency will be realized through the acquisition of more state-of-the-art equipment.

Financial recommendations were made to help address issues related to cost center information, enhanced revenue capture/control, and future revenue analysis. Recommendations in this area include the need for more formalized fiscal controls as well as the establishment of cost centers that would facilitate sophisticated fiscal analysis. The division is currently working with the Office of Management and Budget with respect to the establishment of expenditure cost center data. Though parking rates must follow the Pro-Forma, it is recommended that a rate study be undertaken in order to assure that rates are properly set at competitive standards. It is anticipated that more financial recommendations will result from Internal Review's audit, scheduled for completion by the end of November 2001.

Lastly, in the customer perspective, findings and recommendations center on the need to make improvements to signage and markings, improvements in the area of facilities' maintenance/enhancement, and the need to solicit customer input. The review calls for an inventory of signs and markings as well as an inventory of facility conditions. With this information, it is anticipated that the division will be able to plan for future improvements that will be needed in these areas. In addition, the review also suggests that the division solicit customer input in order to improve operations.

Findings and recommendations were provided to Public Works during July 2001 in order to allow for improvements to be proposed during the FY 2002 budget process. Of the recommendations issued, the Department was able to realize \$239,876 in savings from the freezing of 10 positions. Several recommendations, which have no budgetary impact, have also been scheduled for completion during FY 2002 including the following:

- Establishment of a formalized training system
- Improvements to hiring and retention practices
- Establishment of cost centers
- Development and implementation of customer service initiatives

The following report provides a brief introduction to the Parking Division's history, organizational overview and fund characteristics. The findings and recommendations summarized above are also detailed in the pages that follow and an implementation plan developed with Public Works management and Parking Division staff is also provided within the report. It is anticipated that these recommendations will serve as a "road map" for future growth and success. Of course not all findings and recommendations can be acted upon in the next fiscal year, but they should remain a priority for the division in the upcoming years.

Section I: History, Organizational Overview and Fund Characteristics

Parking System History

The City of San Antonio's experience in managing and operating parking facilities dates back over 30 years, with the acquisition of its first surface lot in 1965. This 173-space acquisition was followed by the construction of the City's first parking garage – the Marina Garage in 1967-1968. Construction of this garage resulted in an additional 465 parking spaces being added to downtown parking availability. As the City's downtown area continued to grow, so did the City's parking system. For example, during the 1970's, the City, in an effort to attract several large hotels to the downtown area, commissioned a parking feasibility study for the construction of another municipal parking garage. What resulted from this feasibility study was the 1980-1981 construction of the River Bend Garage - an 800-space facility.

The "Parking Facilities Fund" was established in FY 1980 by the City in order to provide for a self-sustaining operation of all City-owned parking facilities and meters while encouraging downtown development and revitalization through the provision of low cost parking. Management of this fund was the responsibility of the City's Traffic and Transportation Department who, during the 1980's, continued to expand the parking system with the commissioning of a third feasibility study in 1981-1982. The result of this feasibility study was the acquisition of land and a ground lease agreement for the Mid City Garage. This 910-space facility was constructed in 1984 and was operated by Mid City Limited until 1992, when the City acquired the property due to foreclosure. In 1987, construction began on the HemisFair Garage adjacent to the City's Convention Center. This facility added 1,215 spaces to parking availability in the downtown area, however in 1996 the number of parking spaces was reduced to 744 in order to accommodate the Convention Center's expansion. The City's most recent garage to be added to the parking system was the Library Garage in 1995. This 428-space facility, located in the City's northern downtown quadrant, is adjacent to the City's Central Library.

In addition to the construction and acquisition of parking garages, the City during 1983 to 1997 acquired a number of surface lots. The City currently operates 20 surface lots with a combined total of 4,640 spaces available. Of the 20 surface lots, the City owns 11 – 3 of which are metered lots. The remaining 9 lots operated by the City are leased from the State of Texas and the United States Government. In addition to surface lots, the City, over the course of 30 years has also invested in on-street parking through the procurement and management of 1,902 parking meters located throughout the downtown area. Table 1.1 on the following page summarizes the number of City-owned facilities and surface lots currently programmed within the City's parking system. A map identifying all downtown parking garages and surface lots owned and operated by the City of San Antonio is provided in Appendix C of this report.

Table 1.1 City-Owned Parking Facilities and Surface Lots		
Facility Name	Year Constructed/Acquired	Total Number of Parking Spaces
<i>Parking Garages</i>		
Marina Garage	1967	465
River Bend Garage	1981	800
HemisFair Garage*	1987	744
Mid City Garage	1992	910
Library Garage	1995	428
<i>Surface-Lots</i>		
Dolorosa Street	1965	173
Houston/Cameron Street	1973	35
Commerce Street	1984	35
Continental Street	1983	89
Center Street	1992	148
Market Square	1993	177
Municipal Courts	1997	155
Cattleman's	1997	223
Rosy Salina Flores (metered)	1989	47
San Antonio College (metered)	1989	117
San Fernando (metered)	1989	58
Total		4,604
*Scheduled to come off line April 2002.		

The City of San Antonio continues to grow and enhance its parking system. For example, the City in FY 2000 issued Parking System Revenue Bonds in order to fund four major projects. The first project scheduled for completion in FY 2002 is the construction of the St. Mary's Garage. This 707-space facility is expected to meet the parking demands brought on by the surrounding business and entertainment district while also making available 15,573 square feet of storefront retail and office space. The razing of the HemisFair Garage scheduled for April 2002 and subsequent construction of a new 800-space Convention Center Garage to be completed in FY 2005 is also programmed into the City's parking system improvements. The addition of this facility has been planned in conjunction with the construction of a convention headquarters hotel and is scheduled to commence in FY 2002. Related to downtown way-finding and signage improvements, the City is also programmed to install a traveler information system for parking. This system will provide potential customers with parking information while driving in the downtown area, by displaying the availability of parking spaces in specific garages as well as providing directions to those garages. It is anticipated that this system will assist motorists in finding parking spaces and hence ensure high occupancy levels in municipally owned parking garages. The final effort to

improve the City's parking system involves renovations to existing facilities, such as improvements to the Marina Garage.

Parking Division Overview

The City of San Antonio's Public Works Department has been responsible for overall management of the City's parking system for over 10 years. The Department's Parking Division, with an authorized staff complement of 146 positions, is responsible for overseeing daily operations related to the parking system. Within the Parking Division are the following sections (please refer to the Parking Division's organization chart located under Tab D for more information):

- Parking Operations
- Parking Enforcement and Security
- Maintenance Operations
- Fiscal Operations
- Meters and Customer Service Operations
- Administration

The largest section within the Parking Division is the Parking Operations section with a staff complement of 73, including a Parking Operations Superintendent, Meters & Customer Service Superintendent, 9 Parking Supervisors, 3 Senior Parking Attendants and 59 full-time and part-time Parking Attendants. This division is responsible for the daily operations of all parking facilities, including opening and closing parking garages, cash handling and addressing various customer service needs.

Parking Enforcement and Security Operations manage the division's enforcement and security needs. A staff of 10 Parking Enforcement Officers is responsible for the daily enforcement of parking regulations, while 13 full-time and part-time Security Guards provide security services at all City parking facilities. These services are managed by a Parking Enforcement & Security Manager and a Parking Enforcement Supervisor. In addition to enforcement and security responsibilities, Parking Enforcement and Security Operations also provide staff support for the Commercial and Residential Decal program, which is supported by a Senior Parking Attendant and Office Assistant.

Maintenance Operations is responsible for the daily upkeep and routine maintenance of the parking facilities. These responsibilities include the re-striping of surface lots, painting, trash pick-up and equipment repair. Maintenance Operations is supported by 24 authorized positions including a Building Maintenance Supervisor, Building Maintenance Officer, Maintenance Crew Leader, Light Equipment Operator, 14 Maintenance Workers, 2 Senior Electronics Technicians, a Senior Electrician, Markings Technician and 2 Building Maintenance Mechanics.

With a staff of 9 authorized positions, the Fiscal Operations section of the Parking division is responsible for the accounting, collecting and depositing of all funds on a daily basis. In addition, this section is also responsible for the maintenance of all

revenues and expenses for the division, while also maintaining and monitoring all Division leases. This section's staff complement consists of a Fiscal Officer, an Accountant II and 7 Senior Office Assistants.

The Meters and Customer Service section is responsible for the collection and maintenance of all City-owned meters while also providing customer service support in the form of division-wide training services. This section is supported by a staff complement of 5 including a Parking Meter Technician Supervisor and 4 Parking Meter Technicians. In addition, a Meters & Customer Service Superintendent (from the Parking Operations section) is currently assigned to the section in order to assist with oversight support.

Administration, with 6 authorized positions including the Parking Operations and Enforcement Manager, Assistant Parking Operations and Enforcement Manager, Administrative Services Manager, Administrative Assistant II and 2 Secretary IIs is responsible for providing overall management and administrative support to the City's parking operations. Such functions as payroll and communications are managed from this section. In addition, this section serves as the primary liaison between Public Works administration and Parking Division management. A Safety Specialist and an Auditor I are assigned to the Parking Division, but are managed and physically located within the City Attorney's Office and Internal Review Department respectively.

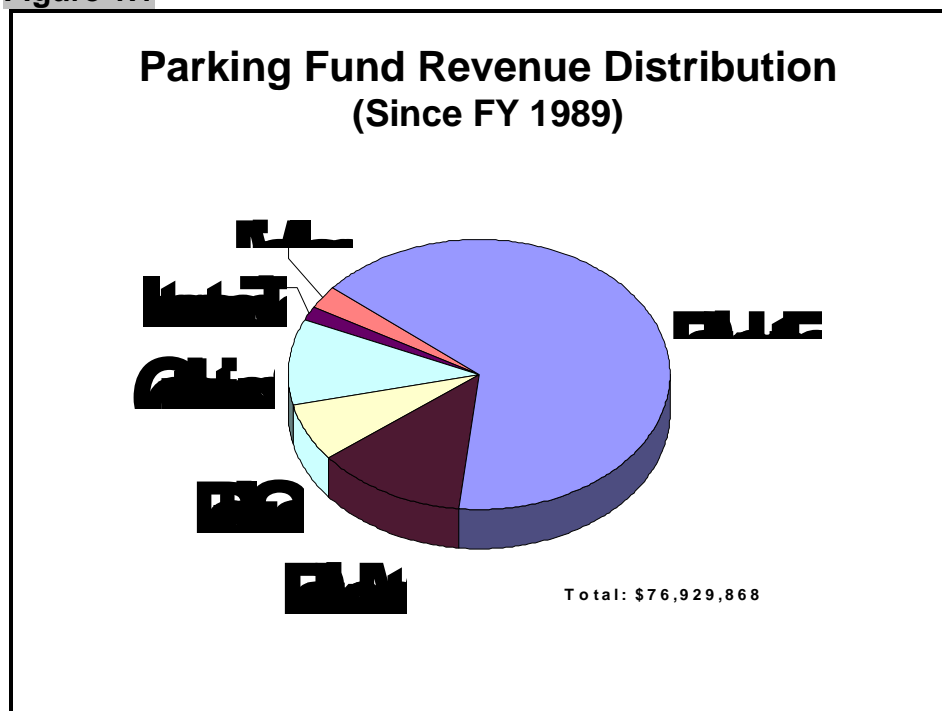
Parking Fund Overview

The Parking Fund, established in FY 1980, accounts for revenues and expenditures associated with the operation and maintenance of the City's parking structures and parking areas and required debt service for outstanding bonds. Operating as an enterprise fund, Parking Fund fees are established to ensure that revenues are adequate to meet all necessary expenses associated with the operation, maintenance and debt requirements. The following provides a brief description of the Fund's activity from FY 1989 to FY 2000 with respect to revenues, expenditures and transfers.

Revenues

As reflected in Figure 1.1 below total Parking Revenues between FY 1989 to FY 2000 totaled \$76,929,868. Parking Lot Fees, the primary source of revenue for the City's parking operations, account for 65.69% of total earnings or \$50,537,148. The second largest source of revenues is Parking Meter Collections, which account for 12.61% of total revenues or \$9,704,674. Contributions and Transfers also account for a significant portion of total revenues at 10.38% or \$7,982,018. This revenue source includes such contributions as the one received from General Fund which offsets the cost of operating the Parking Division's Parking Enforcement Section and from the Renewal and Replacement Fund which provides funding for parking facility maintenance and improvement projects. Additional sources of revenue include Retail Space Leases, which account for 6.84% of total earnings or \$5,261,334, Miscellaneous which account for 2.72% or \$2,091,142, and Interest on Time Deposits which account for 1.76% or \$1,353,552 of total earnings.

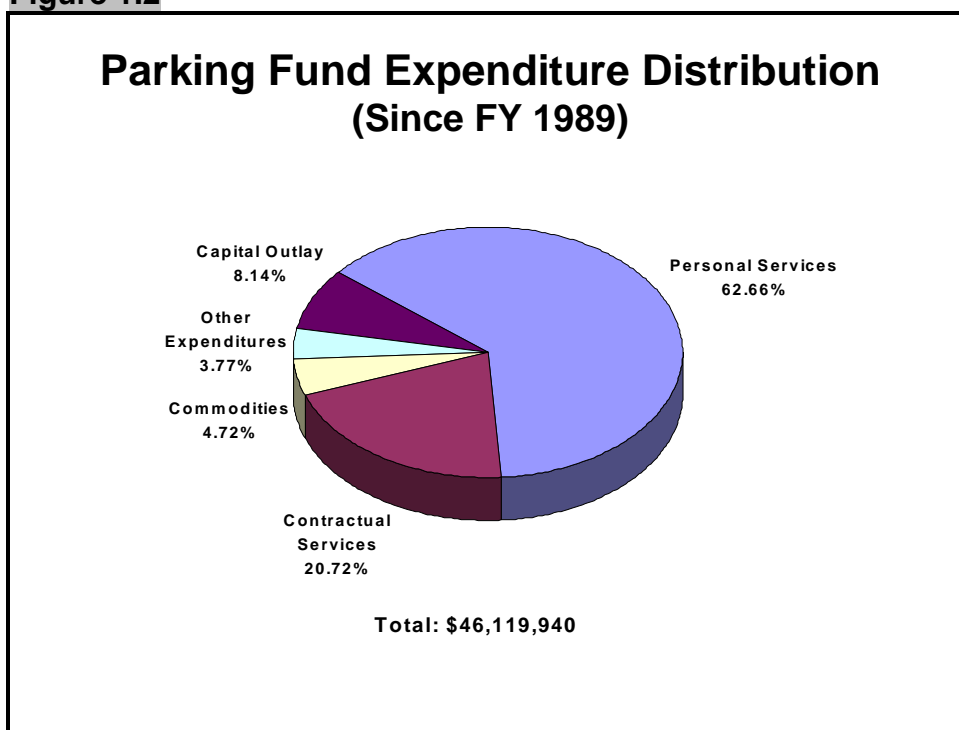
Figure 1.1



Expenditures

Figure 1.2 below summarizes the Parking Fund's operating expenditures from FY 1989 to FY 2000, which total \$46,119,940. Personal Services account for a majority of the Parking Fund's expenditures with 62.66% or \$28,897,964. Contractual Services, which are 20.72% or \$9,555,557 of total expenditures, account for expenditures related to services provided by Internal Service activities, outside individuals or private businesses. Additional expenditure categories include Capital Expenditures at 8.14% or \$3,752,646, Commodities, which account for 4.72% or \$2,175,752, and Other Expenditures at 3.77% or \$1,738,021.

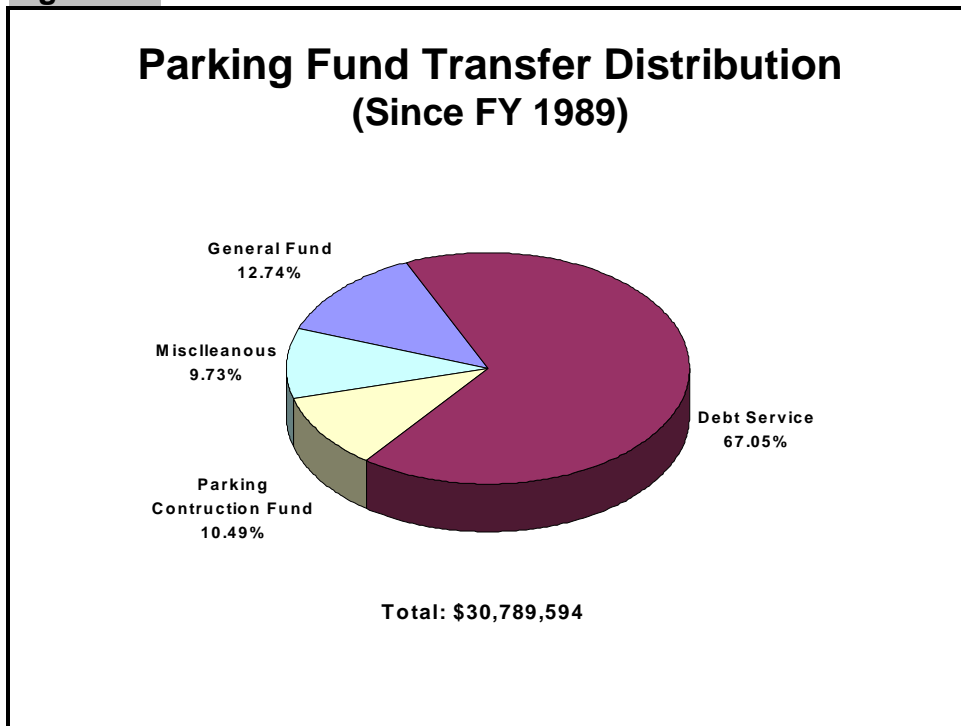
Figure 1.2



Transfers

Figure 1.3 below summarizes the Parking Fund's transfers from the years of FY 1989 to FY 2000. In addition to expenditures, the Parking Fund between the years of FY 1989 to FY 2000 has transferred a total of \$30,789,594. Transfers to Debt Service account for 67.05% or \$20,642,913 of all transfers. Transfers to the General Fund for such items as indirect costs account for 12.74% or \$3,921,267. Another significant transfer is the Parking Construction Fund transfer, which accounts for 10.49% of all transfers or \$3,229,601. The remaining \$2,995,813 or 9.73% of transfers are made to Miscellaneous items such as the Employee Benefits Fund and Early Retirement Fund.

Figure 1.3



Revenues to Expenditures

Figure 1.4 on the following page depicts the historical relationship between the Parking Fund's Total Revenues to Total Expenditures (including transfers). The Fund, based on budgetary information, has maintained a stable financial condition while being able to cover all expenditures with existing revenues. Figure 1.5 on the following page depicts the historical relationship between the Parking Fund's Operating Revenues to Operating Expenditures. This again reflects that the Parking Fund has historically been able to meet its operating expenditures with operating revenues such as parking lot fees and parking meter collections. Significant increases to revenues and expenditures in FY 1992 which are reflected in Figures 1.4 and 1.5, resulted from the funding of renovations to the Mid City Garage after the City assumed ownership following its foreclosure.

Figure 1.4

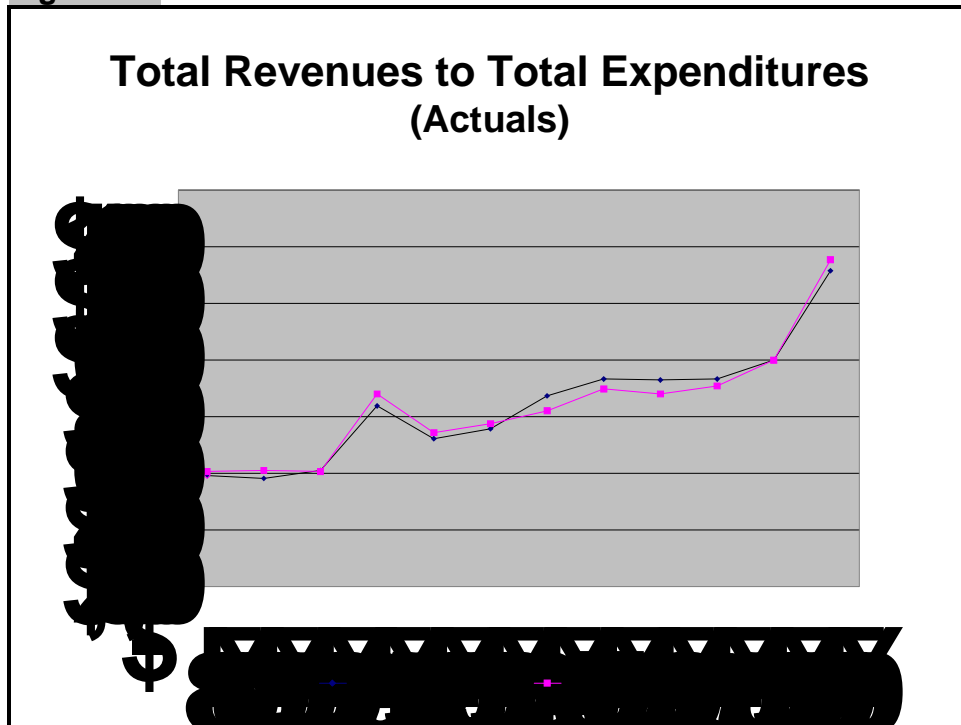
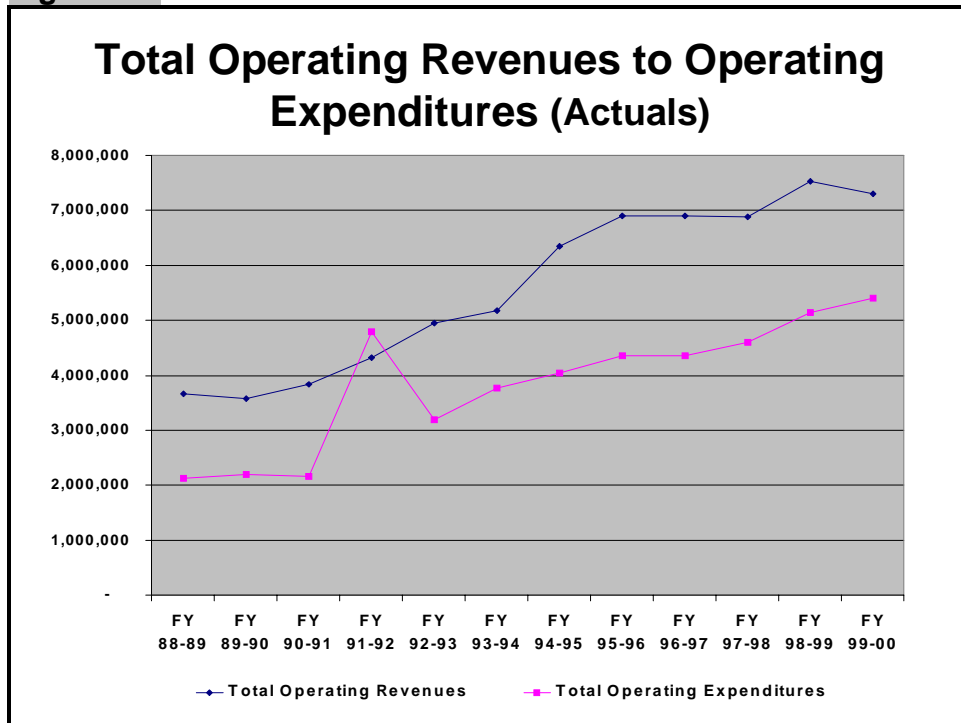


Figure 1.5



Section II: Performance Review Process and Methods

A comprehensive and systematic examination of organizational operations is an important objective in conducting public sector performance reviews. Keeping “customers” central to the review’s purpose and objectives is fundamental to a successful study. The Performance Analysis Team has identified Parking Operations’ programs and recommended improvements in a manner that best illustrates the complexity and challenges involved in delivering municipal parking services. In order to examine the division operations, several steps were taken to examine the functions that comprise the Parking Division. This review included the following steps:

Introductory Meetings (1/01-2//01)

The Performance Analysis Team met with the Assistant City Manager over Public Works, the Director of Public Works as well as the Assistant Director of Public Works in order to identify the goals of the Parking Division Performance Review. Parking Operations management and staff including the Acting Parking Operations Manager and Assistant Parking Operations Manager were also briefed on the review process and scope, as well as their individual roles in the study. In addition, the Team met with staff from the Internal Review Department, who had recently performed work with the division, in order to collect background operational information.

Background Research and Site Visits (2/01-5/01)

The Performance Analysis Team conducted research and site visits to become familiar with the operations, procedures and practices of the Parking Division. Site visits made by the Team included the following:

- Surface Lot Operations
- Garage Operations
- Meter Operations
- Parking Enforcement
- Fiscal Operations

Parking industry literature was utilized to examine industry trends and major events that may impact operations. Interviews with staff from the Aviation Department and Public Works’ Building Inspections and Solid Waste Divisions were conducted in order to collect operational and trend information.

Employee Questionnaire and Benchmarking Survey (3/01-4/01)

An employee questionnaire (refer to Tab A) was administered to every employee of the Parking Division — 30 employees or 26.5% completed the questionnaire. A comparative benchmarking survey (refer to Tab B) on municipal parking operations was also designed and issued for the performance review process. A total of 34 municipalities were identified from the International Parking Institute’s “Who’s Who in Parking” directory to receive the survey. Of the 34 municipalities selected, 22 responded to the request for information, yielding a 64.7% response rate.

Examine and Evaluate Collected Information (5/01-6/01)

The Performance Analysis Team discussed field observations and analyzed results from interviews, questionnaires and other gathered information such as a Public Works issued employee survey related to equipment and training. Additional meetings and follow-up interviews with the appropriate Parking Operations personnel and outside specialists were conducted as necessary to clarify and develop identified organizational issues.

Team Analysis and Preparation of Preliminary

Draft Findings and Recommendations (6/01)

The Performance Analysis Team worked through the major themes of identified issues through a series of brainstorming sessions. Findings, observations, alternative approaches, recommendations and cost implications were outlined, discussed and scrutinized. The Assistant Director of Public Works and Parking Division management were provided an opportunity to review preliminary organizational issues in an effort to identify any inaccuracies and oversights.

Presentation of Draft Findings and Recommendations (7/01)

The Performance Analysis Team presented the performance review's Draft Findings and Recommendations to the Assistant City Manager overseeing the Public Works Department, Director of Public Works, Assistant Director of Public Works, Acting Parking Operations Manager and the Director of the Office of Management and Budget. To improve the report's significance, the presented analysis was clarified with all outstanding issues resolved. Following these presentations, the Performance Analysis Team presented the review's Draft Findings and Recommendations to the City's Management Team during departmental budget worksessions.

Section III: Findings and Recommendations

The findings identified below have resulted from analysis of data collected by the methods discussed in Section II. Recommendations listed in this review are meant to be forward thinking and were formulated from industry literature, conversations with other municipalities and feedback from various City staff. All findings and recommendations presented below are categorized into one of four business perspectives. These perspectives are titled employee, internal processes, financial and customer. Based on current business and public administration literature, an organization should be continually monitoring and improving within these perspectives in order to maintain optimum organizational health. It is anticipated that these recommendations will serve as a “road map” for future growth and success. Of course not all findings and recommendations can be acted upon in the next fiscal year, but they should remain a priority for the division in the upcoming years.

Employee

Findings:

- EF-1 Public Works management stressed the need to improve employee's sense of ownership. By improving their sense of ownership, employees would take more pride in their work and their work areas. Based upon the employee survey issued by The Performance Analysis Team, 56.6% (17/30) of all employees surveyed either agreed or strongly agreed that they did not go out of their way for recognition, implying a lack of employee ownership and hence pride. Of employees classified as “other” (which included parking attendants, meter technicians and enforcement officers), 50% (9/18) either agreed or strongly agreed that they did not go out of their way for recognition.
- EF-2 Various sources of information have noted that there needs to be improvement in the area of communications, especially with regards to consistency. Of employees surveyed, 20% (6/30) somewhat disagreed that their supervisor was consistent with how rules were applied, while 23.3% (7/30) strongly agreed. This variance in percentages indicates problems with consistency of communications. Of employees classified as “other”, 50.1% (9/18) strongly disagreed, disagreed or somewhat disagreed that their supervisor was consistent with how rules were applied. An employee survey issued by Public Works, as well as Municipal Integrity documents, have also revealed that communications among management and staff must be improved.
- EF-3 The employee survey and anecdotal information from field observations found that there is a perceived lack of sincere recognition of employees. The employee survey found that 60% (18/30) of employees strongly agreed that being recognized for doing a good job is important. Yet, only 26.7% (8/30) strongly agreed that their supervisor knew when they were doing a good job, while 46.7% (14/30) strongly agreed that if they failed to perform their job duties, someone would notice right away.

- EF-4 The Public Works employee survey noted that employee morale is often low. Employees attributed low morale to the prevalence of negative supervision, rigid adherence to rules/policies and staff shortages. Field observations as well as the employee survey also noted issues revolving around employee satisfaction and morale. When asked on the employee survey about satisfaction with how the division was managed, no clear majority was identified in any category. Rather, 16.7% (5/30) responded as being very dissatisfied, 20% (6/30) as somewhat satisfied and 13.3% (4/30) as very satisfied.
- EF-5 During their investigation, Municipal Integrity found that employees lacked training on various subject areas, including cash management and safety. Public Works has also noted the importance of training and the current lack of consistency in training. Of employees surveyed by the Performance Analysis Team, 33.3% (10/30) strongly agreed that they were well trained to do their job but only 10% (3/30) feel that they were provided with the appropriate tools and equipment to do their jobs.
- EF-6 Municipal Integrity documents identified a lack of teamwork within division operations, while Public Works management has also identified the need to move to a “team concept” within the division’s operations. Field observations and informal discussions with employees also revealed the lack of teamwork within the division resulting from varying levels of supervision, a lack of employee ownership and poor morale.
- EF-7 Lack of supervision and negative supervision have been noted by several sources to be an issue for the division. As noted above, 46.7% (14/30) of employees surveyed strongly agreed that their supervisor would notice right away if they failed to perform their job duties. Yet only 26.7% (8/30) strongly agreed that they were noticed for doing a good job. Internal Review, during the course of their investigation, not only noted the prevalence of negative supervision but the lack of supervision in general which contributed to the division’s problems.

Recommendations:

- ER-1 The Parking Division, using internal/external city staff, should establish a permanent and formalized training schedule for all new and current employees. Training should be provided in the following areas: Cash management, safety, fraud and robbery, customer service, supervision, equipment usage, diversity training, division policies and administrative directives.

A staff member from the division is already identified as the training specialist. If this staff member is not a certified trainer, the division should consider enrolling this individual in Human Resources’ “Train the Trainer” program. This 3-month program, approved by the American Society for Training and Development and accredited through the Southern Association of Colleges and Schools, allows City employees to become certified trainers in one of several areas including

technical maintenance and trade, general development and management development.

- ER-2 In an effort to address communication issues, the division should formalize its mechanisms for creating, updating, printing and disseminating all divisional policies, "frequently asked questions" and administrative directives. The division should also use staff meetings across various functions in order to allow discussion of policies and concerns amongst staff and management. In codifying policies and procedures as well as providing an arena for discussion, staff and management are made more aware of all policy and procedural issues.
- ER-3 The current employee recognition program should be reviewed and revised. This ongoing program should recognize employees in the areas of customer service, cash management and personnel/professional growth. In addition to recognizing employees for various aspects of their job performance, this program should also continue to incorporate some form of peer-based evaluation. In an effort to foster teamwork, the recognition program should not only focus on individual employees, but also groups of employees (i.e. the staff of a certain garage). The use of various incentives such as compensatory time and gifts should be provided to those recognized. Examples of current recognition and incentive programs can be found at the City's Airport Parking Division and Public Works' Solid Waste Division. At the Airport, employees are individually recognized for their cashiering practices, while at the Solid Waste Division employees are recognized as a team and are provided incentives for working in "Super Crews".
- ER-4 The current employee suggestion box program should be revised. Employees should be encouraged to seek innovations/efficiencies on the job. Similar to incentives provided by the employee recognition system, the use of incentives should be explored to motivate employees to seek innovations and efficiencies.

Internal Processes

Findings:

- IF-1 Both Public Works management and Municipal Integrity staff noted the need for more enhanced automation/technology. The Performance Analysis Team's employee survey and field observations also found the need for improvements to automation/technology. Of employees surveyed 43.3% either strongly disagreed, disagreed or somewhat disagreed that they were provided with the appropriate tools and equipment to perform their job duties, while 100% of staff classified as "administrative/clerical" somewhat disagreed with the statement.
- IF-2 Based on Human Resources' information, issues of employee recruitment and retention/turnover of full-time and part-time employees (especially in the area of parking operations) need to be addressed. In FY 1999, the turnover rate for full-time Parking Attendants was 22% and in FY 2000, this rate was at 25%. In comparison, the City's overall turnover rate in FY 1999 was 12.4% and in FY 2000 was 11.60%. The turnover rate for part-time parking attendants was 43%

in FY 2000. As of 6/15/2001, 16 of 59 (28%) parking attendant positions were vacant.

- IF-3 Public Works management along with field observations done by the Performance Analysis Team identified scheduling as an issue for the Parking Division. During Municipal Integrity's investigation, it was found that a lack of accountability resulted in part from poor scheduling. Problems with scheduling stem from numerous vacancies, which hence force the division to adjust schedules in order to ensure adequate coverage at facilities. This practice resulted in employees being scheduled at locations where needed and not where permanently assigned.
- IF-4 Based on benchmarking survey information, 77.3% of municipalities responded that they were responsible for parking garage and surface lot operations. Of this percentage, 70.6% indicated that their operations are contracted out.
- IF-5 Based on field observations and business practices research, the division appears to be lacking in analytical and administrative support. A primary focus on daily operations has prevented division management from being able to undertake more industry planning and analysis. In addition, as the result of a lack of administrative support, field management appears to be overextended and hence unable to effectively perform their primary job function of field supervision. A lack of field supervision was noted by Municipal Integrity as a contributing factor to problems the division has had in the past.
- IF-6 Public Works management along with field observations done by The Performance Analysis Team have both noted the need to examine a few job functions and titles for their necessity and relevancy (especially in the area of parking operations). For example, the position of Senior Parking Attendant was meant to serve as a promotional tool for the division. Ideally, this position could serve in a leadership capacity, but currently this position appears to be underutilized.
- IF-7 Field observations and informal discussions with staff have noted the strain "event parking" places on employees. In addition to daily parking operations, the division also operates "event parking". This type of operation is driven by the needs of special events (i.e. Spurs games, Fiesta, major conferences etc.) as well as the demand put on by weekend visitors to the downtown area. Staff vacancies have required employees to work event schedules in addition to their normal schedules. This practice, though welcomed by most employees due to the potential for overtime pay, has fostered employee resentment and poor morale. The problem stems from what employees feel is a lack of appreciation for the overtime hours worked. The employee survey found that 60% (18/30) of employees were willing to work overtime, but informal discussions with employees yielded that they were often disappointed that management was

inflexible when needing to adjust normal work schedules for such needs as doctor's appointments and sick days.

IF-8 Discussions with Public Works Management and historical research on the Parking Division have noted that several programs/policies funded by the Parking Division Fund require examination.

- City Employee Carpool Program – the division is responsible for implementing the City Employee Carpool Program. Employees willing to carpool are provided with parking space at the Cattleman's lot for a reduced cost. Currently, there are two individuals participating in the program.
- Parking Fee exemptions for City vehicles – currently, City vehicles are allowed to park at no cost in garages and surface lots. This policy has cost the division direct loss of City vehicle revenue as well as revenue from lost turnover of space, thus negatively impacting the Parking Lot Fees revenue source, which has historically accounted for 65.69% of the division's total revenues. For example, in March 2001 the division lost \$2,086 at the Continental Lot to city vehicle parking.
- City Bus Pass Program – the division is responsible for the purchase of passes for the City's Employee Bus Pass program. Monthly, the division purchases 1,000 passes out of its Contractual Services expenditure category from VIA at \$15 a pass. The Finance Department's Treasury Division then sells the passes to City employees at \$5 a pass. The Parking Division is then reimbursed at the employee's purchase price. In addition to the division not being fully reimbursed, approximately 150 passes a month are provided at no cost to the Community Initiatives Department for various programs. The VIA Bus Pass fare is scheduled to increase from \$15 to \$20 effective November 1, 2001. Should the program continue to operate under current conditions, the division's FY 2002 projected loss could total approximately \$180,000.

Figure 1.6 on the following page reflects the increase in the total number of VIA Bus Pass purchased by employees between the years of FY 1995-2001.

- Parking Enforcement General Fund transfer – this section is responsible for enforcing parking codes in and around the downtown area. A majority of the revenue generated by this function is realized in the General Fund. Currently the General Fund helps offset the cost of this operation by reimbursing the fund for personnel costs only.

Figure 1.6

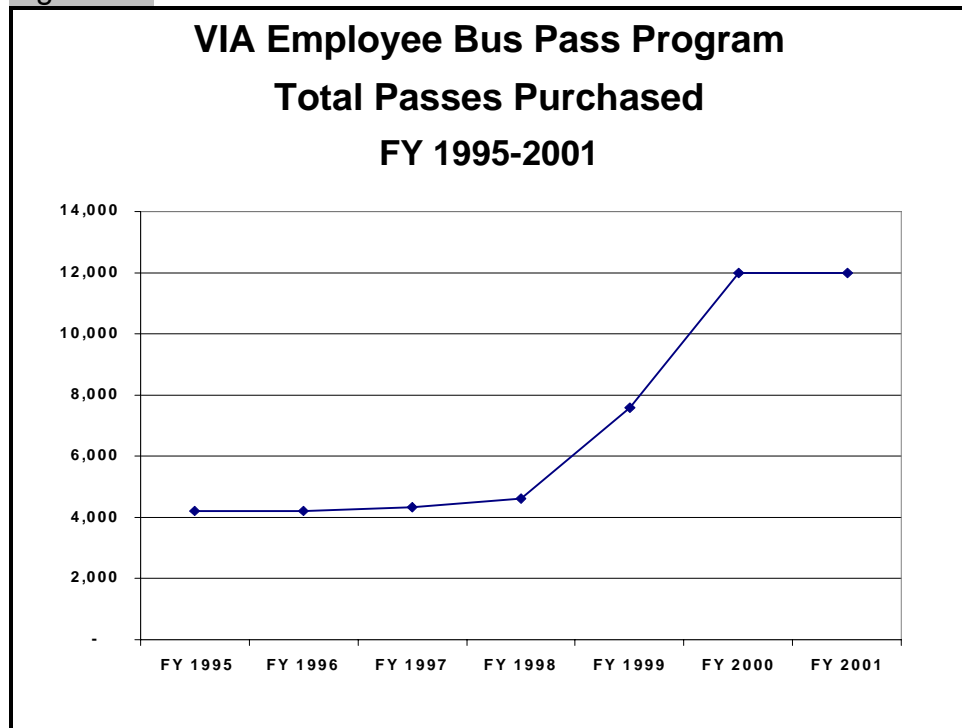
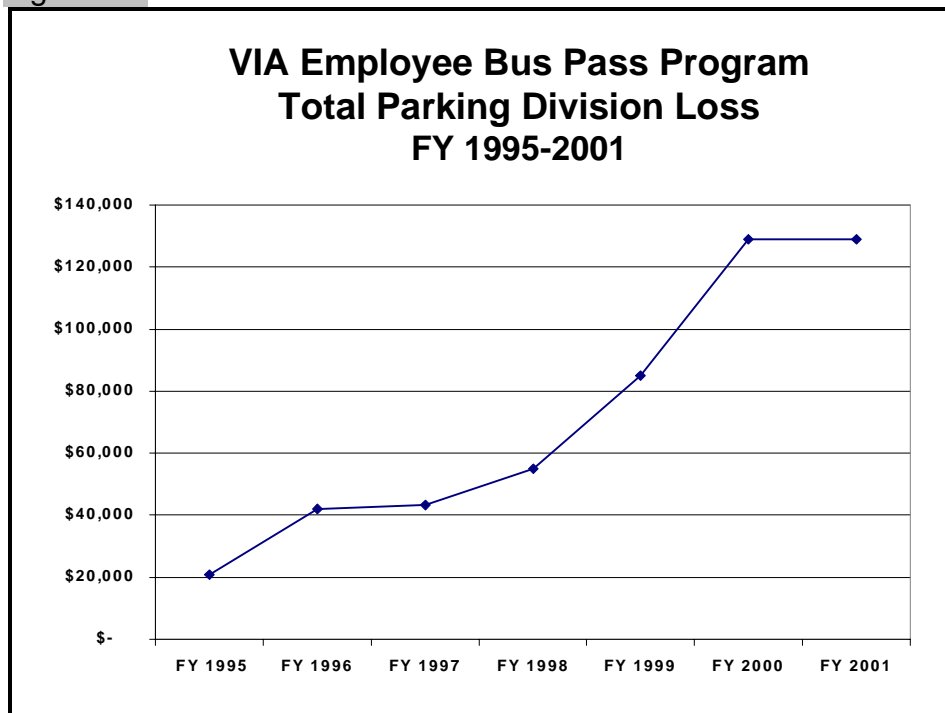


Figure 1.7 below, summarizes total losses for the years of FY 1995-2001, incurred by the Parking Division as a result of operating the VIA Bus Pass Program.

Figure 1.7



Recommendations:

- IR-1 With respect to improvement of communications and information technology, the division should develop a rolling automation/technology plan that identifies needs and establishes a timeline for equipment acquisition. This should be coordinated with the Information Services Department.

Based on parking industry literature, efficiencies in service delivery are realized upon the introduction of more state of the art revenue control equipment. For example, the City's Airport Parking system is scheduled to install "pay on foot" machines, thus providing alternative means of payment which could lead to less transaction time between attendant and customer while providing enhanced revenue capture. Though equipment is costly, this should not prevent the Parking Division from being strategic in its planning for future equipment needs by establishing a rolling parking equipment plan. Along these lines, it is imperative that the division's and Airport Parking system's equipment strive to establish and maintain compatibility in order to address future parking growth needs. It is also recommended that the feasibility of placing credit card machines in all of the City's major garages be explored as soon as possible.

- IR-2 Due to the cost associated with high turnover rates, the division needs to immediately address its turnover in the area of parking operations. In coordination with Human Resources, the division should: 1) focus its hiring efforts on full-time employees, when feasible; 2) explore recruitment/interviewing strategies that generate a pool of qualified and responsible applicants and hence future employees; and 3) address employee retention through investments in human capital such as training and incentive programs.

- IR-3 The division has already begun to institute a more permanent schedule for parking operations staff. Along these lines, a more permanent chain of command has been established through supervisor assignments. However the division is encouraged to continue to explore enhanced scheduling. Permanent schedules and chains of command may help to foster teamwork and a healthy sense of competitiveness amongst employees.

Based on scheduling information provided by staff, it appears that the division may be able to realize savings from the unfunding of 12 positions (10 Full-time and 2 Part-time). It is suggested that the division consider unfunding positions until better cost center information is obtained and the division is allowed to work under its planned schedule for a set period of time. In unfunding positions, the division is able to maintain its current staffing count while reducing its overall budget by removing the funding associated with select positions.

- IR-4 Based on what appears to be a trend amongst municipalities, Public Works management should engage in discussions as to the merits and shortcomings of contracting out parking operations. The feasibility of contracting out City parking operations should be examined.

IR-5 The division should explore adding or in-lieuing a vacant position into a management analyst (or other comparable position). This position would serve to enhance the division's analytical and planning capabilities. The addition of administrative support to parking operations should also be explored in order to allow field staff to focus on field operations.

IR-6 In coordination with Human Resources, the division should examine the role of the following positions in order to assess their necessity and relevancy to the division's Parking Operations:

- Senior Parking Attendants
- Parking Supervisors

In addition, the division should coordinate with Human Resources in order to explore the role of the Parking Attendant position. The examination should explore what major job requirements and proper position titles would best emphasize the importance of cash handling experience in parking operations.

IR-7 The division should explore the use of alternative "event parking" operations in order to alleviate work demand on already existing staff. For example, the Alamodome has for years employed temporary staff for events. These employees perform in all capacities and are at times responsible for handling money. Other cities such as Houston also use contract staff to operate event parking.

IR-8 It is recommended that the following changes to existing programs/policies be made:

- Employee Carpool Program – examine feasibility of re-aligning responsibility for this program. This program should be with other environmental awareness programs. If the program is to remain with the Parking Division, assistance from other funds should be sought to subsidizing parking spaces and promoting the program.
- Parking Fee exemptions for City vehicles – establish a charge-back system for city vehicles parked in garages and surface lots. A similar system is already in place when a department validates parking and then is charged a fee.
- City Bus Pass Program – several adjustments should be made to this program, either independently or in conjunction with one another should be made. The feasibility of increasing the bus pass price to employees, which is currently set at \$5, should be explored while also examining the feasibility of having departments (with employees participating in the program) subsidize the cost of the program. In addition, Community Initiatives should be required to pay for the bus passes they acquire and assume this as a program cost.
- Parking Enforcement General Fund transfer – the feasibility of the General Fund reimbursing more of the true cost of operating the section should be

explored. For example, the section is in need of new equipment and it is suggested that an arrangement be made for the General Fund to help offset this cost.

Financial

Findings:

- FF-1 Based on budget information, the division lacks expenditure cost center data. Though the Parking System's Pro-forma provides fiscal guidance from a global perspective, the availability of cost center data would allow the division to more effectively determine individual facilities' financial performance, hence impacting the system's overall fiscal health. The structure necessary for capturing cost center data already exists, with revenues for the division being reported within this format, however this structure has yet to be utilized for the reporting of expenditures.
- FF-2 Based on Municipal Integrity information and field observations, the division has suffered from a lack of formal fiscal controls and policies. For example, it appears that daily audits are currently done in response to an event or occurrence rather than being a pre-emptive measure taken to enhance revenue control measures.
- FF-3 Based upon field observations and discussions with staff, parking rate adjustments appear to currently be driven by budgetary needs and Pro-forma-driven requirements rather than parking industry comparisons.

Recommendations:

- FR-1 A priority in this coming fiscal year should be the creation and maintenance of cost center information. Business practice literature stresses the importance of cost center data in order to:
- determine expenditure/revenue performance of individual garages/lots
 - determine the cost/benefit of certain operations, which may in turn help to facilitate discussions of future property acquisition/release
 - assist with maintaining adequate staffing levels
 - help establish clear channels of accountability

Based on discussions with Public Works management, the division has already begun to work with the Office of Management and Budget on establishing expenditure cost center data.

- FR-2 In order to enhance revenue control, the division in this next fiscal year must continue to aggressively create, formalize and maintain all fiscal controls and policies. For example, the division has already engaged in an extensive examination of all leases. Work has also begun on updating the division's over/short policy to addresses issues of cash management at the garages/lots. In addition, the division should explore the institution of a formal boot/tow policy or some other form of sanction against non-payers at garages and surface lots.

Several cities that operate garages/surface lots such as Albuquerque, Austin, Las Vegas and Orlando have some form of sanction for non-payers in their off-street facilities.

- FR-3 Based upon field observations and business practices research, the division needs to explore the feasibility of conducting a formal rate study with comparable cities as well as with the parking industry as a whole.

Customer

Findings:

- CF-1 The Public Works employee survey identified the need for improvements to garage and surface lot signage and markings. In addition, field observations also noted the need for improvement to signage and markings. For example, event signage around the Alamodome is old, weather beaten and very small. Poor signage and markings negatively effects both employees and customers.
- CF-2 Department management, Municipal Integrity and division staff have noted the need for improvements to parking security, primarily in the areas of staff hiring, retention, training and responsibilities. For example, based on discussions with departmental staff, Security Guard's job responsibilities are not reflective what is operationally needed in order for the division to assure the safest environment for employees and customers. In addition, staff has also indicated that turnover within the Security Guard job class has proven difficult when attempting to assure uniform training and continuity of service.
- CF-3 Field observations, Public Works management and employees via The Performance Analysis Team's employee survey have noted the need for physical/aesthetic improvements to garages and surface lot facilities. Of staff identified as "other", 73.7% (14/19) strongly agreed that the way their work area looks is important to them. Yet, only 15.8% (3/19) were very satisfied with how their work environment looked. In an effort to improve maintenance of facilities, the Department has temporarily reassigned the facilities maintenance portion of the division to Public Works' Building Maintenance Division. Like event signage and markings, physical/aesthetic improvements to garages and surface lot facilities not only serves to enhance employees' sense of ownership, but also the customers' parking experience.
- CF-4 Field observations have noted that there is an overall lack of pro-active customer input, which is essential to good business operations. Current interactions with customers are re-active in nature and often come in the form of handling customer complaints.

Recommendations:

- CR-1 Industry literature stresses the need for proper and effective signage and markings. In the past 90 days, the division has engaged in an inventory of current signage and markings in order to plan for improvements to the current system.

In addition, the department has already begun taking futuristic steps towards enhancing signage and markings with its "Trail Blazer Program". Not only should signs direct customers on safety, traffic and ticket processing, but given the visitor nature of the City's central business district, signs and markings should also provide directional and tourist-related information.

- CR-2 Industry literature also stresses the need for proper levels of security, both with respect to equipment and staffing. The department, per discussions with Building Maintenance staff has already begun to address security equipment issues with the purchase of new camera equipment for use in FY 2002. In addition to security equipment improvements, the division needs to address issues revolving around staffing issues such as hiring and retention practices. In order to address staffing issues, the division is currently examining the security guard job description and is also modifying its security PDOI (Parking Division Operating Instructions).

Based on Benchmark survey data, the division should also explore the feasibility of contracting out its security function. Survey data found that of municipalities who reported being responsible for security 83.3% used contracted security services.

- CR-3 If not already being undertaken, the division should conduct an extensive inventory of all facilities and develop a rolling improvement plan. Public Works has already begun to make aesthetic improvements to the Marina Garage and likewise should invest in other garages and surface lots in the near future. Based on the reported success of reassigning the maintenance section of the Parking Division, the Public Works Department should examine the feasibility of permanently transferring this section into the Building Maintenance Division. Services then rendered to the Parking Division could be charged back, as is done with other City owned facilities.
- CR-4 Business research stresses the need for customer opinion and the division should seek to develop customer-input methods. Some methods that should be explored are (1) development and implementation of a customer satisfaction survey; (2) participation in a quality assurance program; and (3) seek input from downtown businesses (i.e. Jacksonville's Parking Advisory Board).